

looking ahead

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In This Issue—

MERIT SYSTEM REVISITED

by John W. Macy, Jr.

THE SCIENTIST IN AMERICAN INDUSTRY

POISON IN THE AIR

the people of NPA

Merit System Revisited

by John W. Macy, Jr.
Chairman, U. S. Civil Service Commission

RETURNING TO THE FEDERAL government with the objectives of the New Frontier as my target I am afforded the urgent opportunity of reviewing the capacity and competence of Federal career systems to reach that target. Such a review, a personal and official revisit to the merit system, poses an immediate challenge directly related to the achievement of critical and evolving public programs. Even the most fundamental and sacrosanct features of the traditional personnel system need to be searchingly evaluated to ascertain whether they can meet the demanding test of future government obligations.

For 78 years personnel administration in the Federal government has functioned under a merit system established by law. The Civil Service of today, however, bears little resemblance to the Civil Service of 1883. From a few thousand employees, the majority of them in clerical occupations, it has grown into a world-wide public service of over two million employees, with hundreds of thousands in highly specialized fields of work. Similarly, Federal personnel administration has evolved from a relatively simple system, designed almost exclusively to select government employees on the basis of ability rather than political influence, into a highly complex and comprehensive system embracing most features of personnel management in modern, progressive private enterprise.

This evolution has been a gradual process, brought about by the changing needs of the government and the American people and by major political, economic, and social developments. Over the years, the Civil Service has endeavored to be responsive to such needs and developments. It has generally demonstrated its ability to adapt to changing times without weakening or compromising the merit principles on which it was founded. Its responsiveness has often been slow, however, and sometimes too slow—sometimes because of legislative and administrative restrictions that were resistant to change, and sometimes because of lack of foresight and leadership within the system itself.

A New Force for Peace

• "Just as the United States in its early days found it necessary to unite, just as Europe is now in the process of uniting, so the West must move toward some kind of union. This is not an end in itself, it is the beginning on the road to the more orderly works we must have if we are to escape destruction.

"The partnership of Europe and the United States should create a new force for peace.

"It will give the West the opportunity to deal on a new basis with the problems of the developing areas. For, just as our own societies would never have found their spiritual and political equilibrium if the internal problems of poverty had not been tackled, so the liberties which form the best part of the Western tradition could hardly survive a failure to overcome the international divisions between rich and poor and between black, yellow and white.

"In the past there has been no middle ground between the jungle law of nations and the utopia of international concord. Today, the methods of unification developed in Europe show the way. As we can see from American and British reactions to European unity, one change on the road to collective responsibility brings another. The chain reaction has only begun. We are starting a process of continuous reform which can alter tomorrow's world more lastingly than the principles of revolution so widespread outside the West."

Excerpts from an address by Jean Monnet, President of the Action Committee for the United States of Europe, delivered at Dartmouth College, June 11, 1961.



Challenge of Change

Today America is faced with a totally unprecedented challenge of change. The slow evolutionary pace of the past has been lost in the pressure of revolutionary forces which can neither be ignored nor checked—forces affecting technological, economic, and social progress, and involving the fate of this nation as never before in peacetime, and perhaps not even in wartime, with that of other countries the world over. A vast range of new issues demands new vitality of leadership in public administration. Critical problems of enormous scope now confront our government, problems produced by the competitive forces of world communism from without and by the forces of dynamic change from within. Integrity, high competence, and dedication to the public interest have always been regarded as necessary qualities of public service; but to a re-emphasis on these must now be added the qualities of creativity, imagination, and innovation. There is no longer time for the public service to catch up, at its own pace, with the forces of change; it must anticipate today the challenges of tomorrow. We cannot afford to await the arrival of further difficulties of greater complexity. As General Gavin has stated in his provocative book *War and Peace in the Space Age*: "In combat, one's very survival depends upon one's ability to anticipate events. And, as with an individual, so the life of a nation depends upon its ability to foresee the challenge of the future."

In every aspect of government action the Federal career service will play a vital role. Federal personnel management must, therefore, be prepared to meet the government's needs with new policies, new methods, a new responsiveness based on the anticipation of future demands. This presents a clear and urgent requirement that we assess all aspects of the manpower problem in government in terms of present and future, rather than past, conditions, and begin without delay to fashion the public service of the future.

There are certain principles which can and should be retained, because they are fundamentals of the merit system—equality of opportunity for all citizens in the Federal service, open competition for appointment, selection and advancement on the basis of ability. But there are also practices and attitudes which are generally regarded as fundamental because they grew out of basic merit principles, but which were actually applications of those principles to problems and conditions of the past. These practices and attitudes must be examined carefully to decide whether new applications of principle may not be much better suited to present and future objectives.

Outstanding Ability Needed

The over-all objectives are clear. We must improve the Federal personnel system so that it can attract and retain people of outstanding ability, and so that it can provide the means for developing a Federal work force of high quality, broad outlook, and creative vitality. These objectives are not altogether new. But the driving urgency behind them

is new. Many of the measures developed to achieve them must be new.

Let us consider first the need to attract people of outstanding ability into public service. As a fundamental practice of the merit system the government holds competitive examinations, open to all citizens, and selects for appointment from among those who are best qualified for the position to be filled. This practice was adequate when the government's work was less demanding and the competition from private industry was less formidable. We used to think it was the only method that was compatible with equality of opportunity, but now we must face the fact that it is not enough for opportunity to *exist*—it must be forcefully *presented*.

This new concept of aggressive recruitment for the Federal service has been developing within the last several years, with notable success in some areas; the recent response to government recruiting efforts directed specifically to colleges and universities has been particularly good in the past year, both in quantity and in quality. But the government's need for people of high quality exists in even greater quantity and in more occupational fields than those requiring college training. There is nothing inconsistent with equality of opportunity in a positive effort to present the knowledge of that opportunity at the most likely sources of the kind and quality of manpower sought by Federal employers.

The Federal government holds a highly significant position in the nation's labor market; it is by far the largest employer in America, and its work force includes practically every kind of occupation that is to be found in private employment. Its most critical needs are commonly, and increasingly, in the occupations that are in greatest demand in private employment also—and, therefore, in shortest supply. It cannot solve its vitally important manpower problems by simply seeking to fill vacancies as they occur, without regard for the total national manpower picture. Government agencies must undertake the realistic forecasting of manpower needs, and must plan for intake, development, and mobility of personnel in keeping with the over-all employment situation. Guidance in this forecasting can be secured from the Labor Department's manpower predictions for the 1960s.

Reduce the Time Lag

It has been traditional to think that a considerable time lag between application for Federal employment and actual appointment was a necessary feature—a necessary evil, perhaps—of the competitive examining system. There is no denying that it has become a complicated process, which has been justified on the grounds of its absolute fairness. We must now face the fact that there is no longer time for such elaborate processes. The means of shortening and simplifying the examining and placement procedures must be found without compromising the principle of equity.

The Civil Service Commission has already moved in this direction by modifying its examining methods to meet changing needs. Whereas originally the Commission itself

conducted all examinations for positions in all Federal agencies, it has now delegated much of its examining authority to 812 boards of civil service examiners in the Federal agencies and installations. These boards are made up of experts in specific fields—engineering, accounting, and so on—and work under the Commission's general supervision. Perhaps the time has come, or is coming, when the Commission should go out of the examining business altogether, discharging its obligation under the Civil Service Act by setting standards, instructing examining boards, and inspecting their activities for compliance with regulations—if this would save more time. Perhaps it would not; there has been speculation on this point among the experts for a good many years. I think it is time to stop speculating, find the answer, and act accordingly.

Eliminate Antique Obstructions

We need to take a new look at all restrictive laws and rules that obstruct the appointment of qualified applicants, especially any that create obstructions which do not exist in private employment. For example, the so-called apportionment and members-of-family provisions of the civil service law have clearly outlived their usefulness and should be repealed. Any such artificial restrictions as the attempt to distribute appointments to the Federal service proportionately throughout all the states, and the exclusion of qualified applicants solely because two members of the family are already employed by the government, are wholly inconsistent with today's labor market and operate against, rather than for, the public interest.

We also need to take a new look at career planning and development in the Federal service. The concept of the Federal civil service as a true career service is a relatively new one; it is only within the last decade or so that it has been consciously and deliberately developed. This development of the career concept in the Federal service is an example of change in response to the government's changing needs. It grew out of recognition of the fact that the vast and complex programs of modern government, many of which include highly specialized work and may span several national administrations, can only be carried on by a continuing corps of trained and experienced civil servants. We are accordingly fostering programs designed to retain employees for long periods and to develop and make use of their highest potential—programs of in-service training, career planning, and merit promotion—and are emphasizing recruitment "not just for jobs but for lifetime careers."

The continued development of the career idea may now require some new thinking as to what constitutes a career. Just as there are many different kinds of people and many different kinds of work situations in this vast personnel system, so there must be many different kinds of careers. There can be no such thing as a standard career pattern for two million employees; nevertheless, the emphasis on quality and the pursuit of excellence in the Federal service requires constant attention to career elements throughout the service.

We have thought of career advancement, for example, as a more or less steady progress upward in a certain "career avenue," and for many people in highly specialized professions this is a suitable pattern. It is not a suitable pattern, however, for meeting the government's critical and ever-increasing need for high-quality career managers and executives.

More Career Mobility

In management development there must be greater emphasis on career mobility. In concentrating on specialization in the interests of short-range efficiency, possibilities of the wider utilization of talent may have been obscured. We have encouraged individuals through supervisory advice and incentives to identify with narrowly defined professional goals, and have thereby complicated the enormously important process of gaining acceptance and response to much larger national goals. We have emphasized expertise for today's job and may have choked off the planned development of people for the broad-ranging executive assignments which must be met tomorrow.

There is ample evidence that management is one of our rapidly expanding frontiers where increased human capacity must be demanded. The art of management in government becomes ever more complicated due to a great many factors, such as the world-wide impact of government programs, the lengthening time span in our long-range programs between the making of decisions and their ultimate fulfillment, the need for releasing and utilizing the creativity of professional personnel, and the need to keep pace with rapidly changing social and technological goals.

The Civil Service Commission, with collaboration and support from other Federal agencies, has recently created and put into use a new tool designed to make better use of the career executive resources now in the government. This tool is the Career Executive Roster, on which I reported in some detail in the April-June, 1961 issue of the *Civil Service Journal*. The Roster is a complete inventory of the managers, planners, and advisers at the top echelon of our career system—1,547 people in over 40 different departments and agencies. Its immediate practical uses include: 1) providing departments and agencies with an opportunity to consider government-wide executive resources in filling key positions; 2) locating highly qualified individuals to serve in short-term consulting or special project assignments; 3) assisting in staffing new or expanded agencies; 4) providing a government-wide executive career ladder; and 5) reporting to the President about executive manpower resources.

The response to date has been gratifying, both from agency management and from the career executives themselves. The provinciality of careers in a single bureau, the narrowness of occupational and agency specialization, and the consequent waste of under-utilized skills or unfulfilled potentials—these deterrents to effective management are being directly challenged by changing attitudes and the development of a practical means for creative change. In addition, studies of the data provided by the Roster will

give us new insight into executive development needs. And finally, experience with the Roster will furnish guidance for the cultivation of career mobility in other occupational areas.

Career Exchanges

Another important step along this career development road should take us clear outside the Federal service itself. I would like to see provision made for interchange of managerial and some professional personnel with other governmental jurisdictions. Such exchanges of high quality employees can be invaluable in stimulating new ideas, in maintaining understanding among organizations, and in developing employees, and should be viewed as an essential characteristic of a broadened career development program. Career strength is gained, not lost, through the entry of outside talent at all levels. Arrangements have already been made for the interchange of employees between the civil service system and other merit systems within the Federal government, without loss of status. With the necessary legislation to assure compliance with merit system principles and to protect certain benefits such as retirement rights, reciprocal arrangements could be made with state governments and perhaps with other non-Federal organizations.

Turning now to a very different aspect of Federal careers, we must recognize that "career mobility" and even "advancement" are not the key words in all cases. We must remember that many things which are said about the "public service" actually apply only to parts of it, and provision must be made for the special needs of all groups. On the one hand we must realize that a personnel system designed to serve mass employment requires modification in some respects to best serve more specialized, higher grade employment; but on the other hand we must not forget that about 75 percent of all Federal employees are, generally speaking, in the lower half of the Classification Act grades (or the equivalent point in other pay systems). It is obvious that quality performance from this great body of workers is of the utmost importance in the successful operation of the public business.

This large sector of the Federal service is neither an amorphous mass nor "an army of clerks." It is made up of many different kinds of people doing many different kinds of work. Some have the potential for advancement to much higher grade levels; some will advance very little, not because they are inferior as people but because they can make their most valuable contribution where they are. There is room, and need, for high-quality performance in every kind of work. Given the right motivation and incentives, people in routine or unglamorous work can find great satisfaction in doing a good job. Continuous advancement is not necessarily the only measure of a successful career; there are other ways of recognizing and rewarding excellence.

(Continued on page 7)

—The People of NPA—



Ray R.
Eppert

Karsh, Ottawa

Ray R. Eppert, a member of the NPA Business Committee, became President of the Burroughs Corporation in 1958, after 37 years of service with the organization.

Born in Carbon, Indiana, Mr. Eppert joined Burroughs at the age of 19. Starting as a shipping clerk, within two months he became a sales trainee, and within four months was named a senior sales representative. In the following years, Mr. Eppert's career continued to advance rapidly. Promoted to the Bank Division of the Burroughs Home Office Sales Promotion Department in Detroit in 1926, he became in 1928 Assistant Branch Manager in New York City, then Special Representative of the Eastern Division. Returning to Detroit, he was named Assistant General Sales Manager in 1939, and General Sales Manager in 1941, Vice President in charge of Marketing in 1946, a member of the Board of Directors in 1948, and Executive Vice President in 1951.

Mr. Eppert is a member of the Board of Directors of the Michigan Bell Telephone Company, Michigan Consolidated Gas Company, Standard Accident Insurance Company and the National Bank of Detroit.

Actively engaged in community work and planning (United Foundation of Metropolitan Detroit, Detroit-Tomorrow Committee, Metropolitan Detroit Building Fund), Mr. Eppert is also Chairman of the Detroit Medical Center Committee, President of the Board of Trustees of Harper Hospital, Trustee of the Metropolitan Polio Foundation, and Director of the Michigan Society for Mental Health. He serves as Director of the United Community Funds and Councils of America, Economic Club of Detroit, Michigan United Fund, and the Greater Detroit Board of Commerce. He is a Trustee of the U. S. Council of the International Chamber of Commerce and a member of the National Industrial Conference Board.

Mr. Eppert is a trustee of Hillsdale College, which awarded him an honorary doctorate of humanities in 1956. In 1961 an honorary doctorate of laws was conferred upon him by Western Michigan University and an honorary doctorate of science in business administration by the Detroit Institute of Technology.

The Scientist in American Industry

IN TERMS OF THE FUTURE GROWTH of the United States, research is a critical industry. Rational utilization of high-talent manpower and scientific research in the research organizations of universities, government, and industry, has become a problem of paramount importance. It is the subject of a new series of studies, sponsored by Princeton University's Department of Economics, Industrial Relations Section.

The first volume of the series, *The Scientist in American Industry*, by Dr. Simon Marcson, a research associate in the Industrial Relations Section and acting chairman of the Department of Sociology of Rutgers University, deals with the research organization in industry. It portrays in depth the problems encountered by the scientist in an industrial research laboratory, stressing in particular the kind of accommodation that must be made between the two contradictory concepts of organization—"one based upon executive authority exercised by the corporation and the other stemming from the natural inclination of the scientist to respect the authority of his professional colleagues." The forthcoming volumes will be concerned with the problems of scientists in governmental laboratories (devoted largely to basic research), and in major universities (devoted to teaching and fundamental research). Another study scheduled will deal with the economic forces "determining the supply and demand for scientific personnel in modern American society."

Expenditures for industrial research and development laboratories have more than doubled in the past decade and are likely to double again in the next five years, reports Dr. Marcson. In American industry, competition has become "a race in innovation." The electronics industry estimates that products unknown ten years ago account for 80 percent of its current sales, and chemical companies expect 60 percent of their 1975 sales to be based on new products, now in their introductory stages or still to be invented.

To keep pace with the trend, industrial research has been expanding rapidly. During the decade 1945-1955, the rate of growth of industrial research was about 14 percent per year, according to the National Science Foundation, "greater than that of any other major economic activity."

To many corporations the industrial research and development laboratory is a strange new addition, the study points out. It employs highly trained scientists and engineers rather than "business-minded types." It is indispensable for the growth of the enterprise, yet defies appraisal in terms of the annual profit and loss statement. In addition, it "faces in two directions" and—torn between business and science—it may often be the cause of internal stress.

The goals of a business corporation are reasonably clear: to make a profit, to maintain or to increase its share of the market, to introduce new products and services which would open up new markets and bolster the company's position and prestige. If, in today's competition,

innovation is a prerequisite of success, then research and development are vital to the achievement of these goals. Their primary purpose, from the industry's point of view, is therefore to discover and develop new methods and products. Ideally, corporation management should be able to hire the scientists and tell them what to discover. But since this is not possible, research and development laboratories should at least keep up a stream of innovation constant enough to make it possible for the corporation to hold its own in the competition race.

Obviously, the goals of the scientists are not the same. By education and by professional training, their paramount concern is usually with the research achievements which will bring them scientific recognition. What seems most valuable and worthwhile to a scientist, may not necessarily appear so from a businessman's point of view. In an industrial laboratory scientific value may be no more than a secondary justification for a research project. Industrial research is basically applied research: to be considered desirable it has to be useful, or at least should be within a company's field of interest.

A major problem facing business today is to understand and to administer effectively the new kind of organization which is certain to claim in the future an ever-increasing share of the expenditures of corporate enterprise, says the Princeton study.

To achieve his business goals the businessman must find the means of enlisting the interest and the support of the scientist. He must find equitable answers and solutions to many questions: What are the consequences of employment of professionals, such as scientists, by nonprofessionals? How does such an employment affect the autonomy of the professional? What kinds of adjustment must be made by the professional while working in an organization with rules established by nonprofessionals?

All organizations have a system of authority which determines their policy, governs the selection and advancement of individuals, and expresses their organizational goals. Two such systems are singled out in Dr. Marcson's study: executive authority and colleague authority. Executive authority is the very foundation of a business organization; colleague authority dominates most academic organizations. The professional employee, such as the scientist, often is likely to question the legitimacy of the authority of the nonprofessional executive. "The industrial laboratory has not solved the problem as yet of providing an adequate authority system for its scientists," reports Dr. Marcson. "It is, however, moving in the direction of a colleague system, and a basic ingredient of colleague authority: participation in decisions concerning their work" which is a motivating factor for professional employees.

The large, dynamic industrial laboratories show the need for new organizational principles in the utilization of scientists. But the strain, though inherent in industrial laboratories, is subject to being managed, concludes the study. The solution depends "upon the evolution of

a new authority system incorporating a mixture of executive authority and colleague authority."

In illuminating the problems involved in the organization of industrial research, the Princeton study achieved its aim "to contribute to the rational utilization of scientific research in industry."

(*The Scientist in American Industry, Some Organizational Determinants in Manpower Utilization*, by Simon Marcson, Research Report Series No. 99, Industrial Relations Section, Princeton: 1960.)

New Horizons for the Teaching Profession

ANY DISCUSSION on the "advancement of standards in the teaching profession" implies that improvements are needed. "The implication is wholeheartedly intended," says the report of the National Education Association's Commission on Teacher Education and Professional Standards. *New Horizons for the Teaching Profession* is a 256-page report on a two-year study project by a broadly representative task force recruited from all segments of the teaching profession. It offers specific recommendations for teacher selection, education, accreditation, certification, and the advancement of professional standards.

Unlike other professions, the American teachers today do not have a clear image of their role as professionals, and have not developed appropriate authority to speak for education, the Commission reports. A partial reason for this may be the confusion of roles in striving for the goal of equality of educational opportunity. "Advancing professional standards . . . requires a clear delineation of the relationship" between the teaching profession (which in 1961, numbered 2,125,000 according to the report) and the public it serves. "A clear distinction must be made between the public's responsibility for determining policy regarding education and the profession's responsibility for carrying that policy into effect." The report suggests that "professional morality demands that the teaching profession assume major responsibility for the quality of education. Social morality demands that the public assume major responsibility for quantity."

Strict enforcement of professional standards is a prerequisite of professional autonomy. The three essential processes of enforcement are: accreditation of preparatory programs, licensure of professional personnel, and rigorous application of the standards of practice. The report suggests that the teaching profession should "establish a nationwide approach whereby it can become accountable to the public for competent performance and ethical behavior of its members."

(*New Horizons for the Teaching Profession*, National Commission on Teacher Education and Professional Standards of the National Education Association, Washington: 1961, 256 pp., \$3 cloth, \$2 paper.)

Poison in the Air

MAN'S SEARCH FOR PROGRESS has not been an unmixed blessing. Among the scourges it brought in its wake is the increasing air pollution which has become a major economic and social problem of concern to public health authorities the world over, reports the World Health Organization in a 442-page monograph *Air Pollution*, published recently in Geneva.

Nineteen experts from various countries present in this volume a comprehensive body of information on different aspects of air pollution and its control, and plead the urgent necessity of taking prompt and organized action. The roster of contributors emphasizes the fact that air pollution cannot be effectively checked by placing the control in the hands of the public health officials of a city, a state, or a country. Today, it is of interest and concern to workers in such diverse professional fields as physics, biology, engineering, meteorology, and law. "Medical, physical, chemical and engineering abilities are needed and must be supplied if the job is to be done effectively," emphasizes the WHO study.

That something must be done is no longer debatable. Air pollution is not a nuisance but a menace. "The belief that air pollution is not only a source of discomfort but may also constitute a menace to human health, has now grown to conviction," says the WHO report. Investigation disclosed a possible relationship between chronic exposure to a polluted atmosphere and such diseases as acute bronchitis and primary lung cancer.

In recent years the need for more research on air pollution was dramatically demonstrated by such disasters as the sudden illness of some 6,000 people in Donora, near Pittsburgh, when during the five-day siege in 1948 the mortality rate shot up tenfold; and the London disaster in 1952, when 4,000 people had become fatally affected before the poisonous air blanket lifted. The famous Los Angeles "smog" served warning about the dangers of a new type of pollution, thought to be of petroleum origin. New industrial techniques will bring in the future, as they have in the past, new types of air pollutants. Thus, the expanding application of radioactive materials and of nuclear energy for industrial purposes must inevitably lead to an increase in radioactive pollution. It will have to become eventually the province of scientists concerned with air pollution in general, rather than of the specialized atomic energy agencies as heretofore.

But the prospects are not all bleak. In a chapter on the "Economic and Social Aspects of Air Pollution," Professor E. Leclerc (University of Liège, Belgium) writes that in general "it may be said that the rise in the number of sources of pollution coincides with constant progress in methods of combating this nuisance. In the future, therefore, if progress continues, there is no reason to expect that living conditions will become more uncomfortable." There are some heartening examples of areas which, though once highly polluted, now show a steady and spectacular improvement in the quality of air (e.g. Pittsburgh).

"If progress continues . . ." These are the key words. Much remains to be done in the field of research, control, and legislation, dealing with the air pollution menace.

"Well planned effort is required in every country of the world," writes Dr. E. C. Halliday, Council for Scientific and Industrial Research, Pretoria, Union of South Africa, "and there is a great need for these national efforts to have a considerable measure of coherence, so that advance on one front can immediately be used to make easier the work on all other fronts. The beginnings of such an approach are very evident, and it is worthy of much time and thought to make this approach world wide."

(*Air Pollution* by K. Barker et al., World Health Organization, Monograph Series No. 46, Geneva: 1961.)

A. W. Schmidt to Head U.S. Delegation

The Citizens Commission on NATO announced the appointment of Adolf W. Schmidt, Vice President of T. Mellon & Sons, Pittsburgh, and a member of the NPA Business and International Committees, to head the U.S. delegation to the international preparatory committee for the convention of North Atlantic Treaty Organization nations.

Meeting in London on October 26, the preparatory committee will pave the way for the NATO convention which will study means for greater political and economic cooperation among the allied countries.

The U.S. delegation will also include Eric Jonhston, President of the Motion Picture Association of America, and a member of the NPA Board of Trustees.

In Memoriam

Clinton S. Golden

Since the publication of the last issue of *Looking Ahead*, the NPA has suffered a sad loss: Clinton Strong Golden, NPA Vice Chairman and member of the NPA Steering and Labor Committees, died on June 12 in Philadelphia, at the age of 72.

Mr. Golden, a founder and former Vice President of the United Steelworkers of America and a veteran of 50 years of service in the labor movement, was regarded by many as "labor's first statesman." Respected by management, highly regarded by the unions, Mr. Golden believed strongly that it was both necessary and feasible for the two partners to reconcile their conflicting interests and to assume a joint responsibility for increased production and industrial peace. To this cause Clinton Golden dedicated himself wholeheartedly and with an unflagging zeal.

The labor movement was to Clinton Golden an "instrument of liberation" which "provides the most practical means for the realization of the ethical aim in the scriptural commandment that is the key to sound social progress—'Thou shall love thy neighbor as thyself.' In this faith he lived, worked, and died, mourned by all who knew him.

(Continued from page 4)

Excellence in Performance

If high quality is to be the hallmark of the Federal service in the coming years, we must put a new premium on excellence in performance throughout the service. There need be no conflict between recognition of quality and principles of equality. John Gardner raises this question in his book *Excellence* when he asks: "How can we provide opportunities and rewards for individuals of every degree of ability so that individuals at every level will realize their full potentialities, perform at their best, and harbor no resentment toward any other level?" This is what we must do, and it can be done without injustice to any. Certainly we must vigorously pursue the goal of equality of opportunity, but just as certainly this does not entail equality of reward any more than it guarantees equality of achievement.

We have made "discrimination" a bad word in the Federal service, and this is good—because it is used to mean unfair treatment, or lack of consideration, for reasons of race, religion, politics, national origin, or other factors that have no bearing on merit. Such discrimination is prohibited in the Federal service, as it should be. But there is another kind of discrimination which should be cultivated: we should learn how to be more discriminating in favor of excellence.

Take the question of pay, for example. One of the most cherished features of our modern personnel system is the hard-won principle of equal pay for equal work. The Federal government has been a leader among the nation's employers in this respect. But should we not re-examine periodically, in the light of changing conditions, our definition of equal work? Identical job descriptions frequently fail to tell the whole story. I think we need more administrative leeway for the recognition of quality. We have made a start in this direction, with legislative authority to pay higher starting salaries to outstanding college-level recruits. This practice could be extended to provide for more liberal recognition of excellence on the job. Remembering, perhaps, the gross favoritism of the bygone spoils era, we have been so afraid of the misapplication of administrative discretion that we have allowed no discretion at all. But for today and tomorrow, the neglect of excellence is a far greater danger.

More Disturbance of Status Quo

We have emphasized the importance of teamwork in the Federal service, and we must continue to do so. But we must not equate teamwork with smug conformity. The challenge of change calls for alertness, creativity, and invention, and we must foster an administrative climate that encourages initiative and an occasional disturbance of the status quo. Instead of merely denying the old charge that security of tenure in a career service breeds inertia, we can make tenure a positive force in fostering experimentation. This does not mean that we give free rein to

the self-serving climber or the congenital trouble-maker; but we should take care not to stifle the man with ideas, the man who makes people think about what they are doing and why they are doing it. This can be a very useful kind of disturbing influence.

We cannot consider the development of a high-quality government work force without emphasizing the overriding importance of employee training at all levels of the Federal service. The Labor Department's manpower forecast for the 1960s makes it abundantly clear that the government cannot hope to meet its manpower requirements from outside sources alone. It is imperative that needed skills and abilities be developed to the highest possible degree within our own ranks. With the Government Employees Training Act of 1958, Federal agencies have been granted broad legislative authority for necessary employee training, both within the government and in non-Federal institutions and facilities. In view of the progress that has already been made under this authority, the Training Act may well be the most important personnel legislation of the decade. But that progress must go on at an accelerating pace because employee development in the public service will continue to be a major responsibility of management as long as the world continues to change.

Only through constant training will we be able to develop skills, keep abreast of technological advances and changing social needs, and bring out potential managerial and executive talent within the career work force. We have made an impressive beginning, particularly in the training of new recruits at the professional level and in the operation of interagency training programs within the Federal service. But much remains to be done, particularly in executive development at the higher career levels. We need to develop closer working relationships with the universities,

to make use not only of their facilities but also of their knowledge of educational processes. And above all, we must proceed without further delay in the establishment—either within or outside the government—of a civilian senior staff college, which should be the key piece in the total pattern.

Because of limitations of time and space, this catalog of objectives for the Federal career service of tomorrow can be a partial list only. Many other aspects of personnel administration demand and must receive attention, among them the improvement of employee-management relations, more comprehensive personnel research, development of the full potential of automation, better standards for evaluation of employee performance, and the whole complex question of pay reform. From all of these varied but interrelated factors, and more, the Federal career service must build with all possible speed its brave new world. The success of all our government's undertakings may well be determined by the quality of personnel in its career services.

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7

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